

## 5. Implementation

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Implementation of the *Primary Urban Center Development Plan* will be a major challenge for City government, concerned State agencies, and the residents and businesses of Honolulu. In contrast to previous Development Plans that functioned primarily as regulatory guides and were prerequisites for the zoning of each parcel, this revised Plan is oriented towards implementation on a broader scale. To implement the vision for the future, it provides broad guidance for neighborhood planning, zoning matters, and actions relating to land use, public facilities and infrastructure. Many of the DP provisions reflect consultations that occurred throughout the planning process with government agencies and community representatives.

Many other city, county, and town jurisdictions on the U.S. mainland have instituted comprehensive planning programs that emphasize a proactive community-based planning and implementation process. These local governments seek to establish a strong link between planning policies and guidelines, and the specific organization, funding and actions needed to implement a variety of public and private projects and programs. This Chapter is intended to strengthen the linkage to implementation, so that the vision presented in this plan can be realized.

Implementation of the *Primary Urban Center Development Plan* will be accomplished by a variety of means, including:

- Initiating zoning map and development code amendments to achieve consistency with the policies and guidelines of the Development Plan;
- Guiding public investment in infrastructure through functional planning activities in support of the vision of the Development Plan;
- Recommending approval, approval with modifications, or denial of developments seeking zoning and other development approvals based on how well they support the vision for the Primary Urban Center's development;
- Incorporating Development Plan priorities through the Public Infrastructure Map and the City's annual budget process;
- Evaluating progress in fulfilling the vision of the *Primary Urban Center Development Plan* every two years and presenting the results of the evaluation in the Biennial Report; and
- Conducting a review of the vision, policies, guidelines, and CIP priority investments of the *Primary Urban Center Development Plan* every five years and recommending revisions as necessary.

## **5.1 PUBLIC FACILITY INVESTMENT PRIORITIES**

The vision for the Primary Urban Center requires the cooperation of both public and private agencies in planning, financing, and improving infrastructure. The City must take an active role in planning infrastructure improvements, such as land acquisition and site improvements for proposed parks; provision of adequate public access to the shoreline and mountain areas; provision of pedestrian, bicycle, and other transportation options; and improvements to wastewater and stormwater management systems. Of particular importance is the need to achieve a balanced transportation system and upgrade the wastewater system in older, in-town Honolulu neighborhoods. These improvements are needed in order to accommodate new housing and other needed facilities.

## **5.2 DEVELOPMENT PRIORITIES**

Projects to receive priority in the approval process are those that:

- Involve land acquisition and improvements for public projects which are consistent with the Development Plan vision, policies and guidelines; and
- Involve applications for zoning and other land use permits that are consistent with the Development Plan vision, policies, and guidelines.

## **5.3 SPECIAL AREA PLANS**

Special Area Plan is a title given to a plan that covers a particular neighborhood or district. A Special Area Plan provides more detailed policies, principles, and guidelines than the Development Plan. The form and content of a Special Area Plan depends on what characteristics and issues need to be addressed in greater detail in planning and guiding development or use of the Special Area.

Special Area Plans can be used to guide land use development and infrastructure investment in areas throughout the PUC and, where they exist, shall be consulted when reviewing applications for zone changes and other applicable development approvals. Special Area Plans may address a Special District, special natural or cultural resource areas or issues, or the objectives and needs of a specific neighborhood, activity center, or corridor.

Special Area Plans provide a vehicle for the neighborhood planning discussed in Chapter 3. Because the PUC is so large and diverse in area, population, and activities, this Development Plan must necessarily be general in content. However, communities may develop Special Area Plans, which shall be reviewed and may be accepted by the City Council by resolution, with or without amendments as the Council deems appropriate, for the purpose of guidance in establishing specific policies and an implementation program for the affected area.

The Special Districts previously established within the Primary Urban Center are generally consistent with the policies and guidelines of this Development Plan. They should be revised as necessary in keeping with the five key elements of the PUC vision and the policies and guidelines for each key element. Special Area Plans for specific neighborhoods will be essential in establishing action programs, capital improvements, and regulatory changes. The geographic boundaries and content of these plans will be determined by interested communities working in partnership with the City.

## **5.4 FUNCTIONAL PLANNING**

Functional planning is the process through which various City agencies determine needs, assign priorities, phase projects, and propose project financing to implement the vision articulated in the Development Plan. This process may take a variety of forms, depending upon the missions of the various agencies involved, as well as upon requirements imposed from outside the City structure, such as federal requirements for wastewater management planning. Typically, functional planning occurs as a continual or iterative activity within each agency.

Through the functional planning process, City agencies responsible for development and maintenance of infrastructure and public facilities, and the provision of City services review existing functional planning documents and programs. As a result of these reviews, the agencies then update existing plans or prepare new long-range functional plans that address facilities and service system needs. Updates of functional planning documents are also conducted to assure that agency plans will serve to implement the Development Plan as well as to provide for coordination of plans and programs among the various agencies.

The number and types of functional planning documents will vary from agency to agency, as will the emphases and contents of those documents. A typical agency may develop a set of core documents such as:

- A resource-constrained long-range capital improvement program. A "resource-constrained" program is one that identifies the fiscal resources that can be reasonably expected to be available to finance the improvements.
- A long-range financing plan, with identification of necessary new revenue measures or opportunities.
- A development schedule with top priorities for areas designated for earliest development.
- Service and facility design standards, including level of service guidelines for determining adequacy.

Other documents may also be developed as part of an agency's functional planning activities, such as master plans for provision of services to a specific region of the island. In some cases, functional planning activities will be undertaken in cooperation with agencies outside the City structure, such as the transportation planning activities that are conducted in association with the Oahu Metropolitan Planning Organization.

Functional planning is intended to be a proactive public involvement process that provides public access to information about infrastructure and public facility needs assessments, alternatives evaluations, and financing. Outreach activities should involve Neighborhood Boards, community organizations, landowners, and others who may be significantly affected by the public facilities and infrastructure projects or programs being developed to further implement the policies of the Development Plan.

The functional planning process should be characterized by opportunities for early and continuing involvement, timely public notice, public access to information used in the evaluation of priorities, and the opportunity to suggest alternatives and to express preferences. The functional planning process provides the technical background for the Capital Improvement Program and public policy proposals that are subject to review and approval by the City Council.

## **5.5 REVIEW OF ZONING AND OTHER DEVELOPMENT APPLICATIONS**

One way in which the vision of the *Primary Urban Center Development Plan* will guide land use will be through the review of applications for zone changes and other development approvals. Approval for all development projects should be based on the extent to which the project supports the policies, principles, and guidelines of the Development Plan.

Projects that do not involve significant zone changes will be reviewed by the Department of Planning and Permitting for consistency with the policies, principles, and guidelines of the *Primary Urban Center Development Plan* during the Zone Change Application process.

Projects involving significant zone changes will require an Environmental Assessment which must include a Project Master Plan. This is submitted to the Department of Planning and Permitting for review prior to initiation of the first Zone Change Application. (See definitions of "significant zone change" and "project master plan" in Section 24-2.1 of the adopting ordinance.)

### **5.5.1 ADEQUATE FACILITIES REQUIREMENT**

All projects requesting zone changes shall be reviewed to determine if adequate public facilities and infrastructure will be available to meet the needs created as a result of the development. Level of Service Guidelines to define adequate public facilities and infrastructure requirements will be established during the Capital Improvement Program.

In order to guide development and growth in an orderly manner as required by the City's *General Plan*, zoning and other development approvals for new developments should be approved only if the responsible City and State agencies indicate that adequate public facilities and utilities will be available at the time of occupancy or if conditions the functional agency indicates are necessary to assure adequacy are otherwise sufficiently addressed.

The Department of Planning and Permitting, as part of its report on the consistency of the project with the *Primary Urban Center Development Plan*'s vision, will review and summarize any individual agency's findings regarding public facilities and utilities adequacy which are raised as part of the environmental assessment/environmental impact statement (EA/EIS) process. The Department of Planning and Permitting will address these findings and any additional agency comments submitted as part of the agency review of the zone change application, and recommend conditions that should be included in the Unilateral Agreement or Development Agreement to insure adequacy of facilities.

## **5.6 FIVE-YEAR DEVELOPMENT PLAN REVIEW**

The Department of Planning and Permitting shall conduct a comprehensive review of the *Primary Urban Center Development Plan* and shall report its findings and recommended revisions to the Planning Commission and the City Council five years after adoption and every five years thereafter.

### **5.6.1 URBAN COMMUNITY BOUNDARY**

The Urban Community Boundary (UCB) is intended to remain fixed through the year 2025 planning horizon. All future growth in the PUC should be primarily in-fill and redevelopment.

## **5.7 TRANSITION FROM THE CURRENT SYSTEM**

This section discusses the transition from the former Development Plan to this revised Development Plan, including its independence from Development Plan Common Provisions, its relationship to the *General Plan* guidelines, and the need for review and revision of development codes, standards, and regulations.

### 5.7.1 DEVELOPMENT PLAN COMMON PROVISIONS AND EXISTING LAND USE APPROVALS

This Development Plan will go into effect upon adoption by ordinance. At that time, the revised Development Plan will become a self-contained document, not reliant on the Development Plan Common Provisions that formerly applied to the *Primary Urban Center Development Plan* as well as all the other Development Plans.

Land use approvals granted under existing zoning, Unilateral Agreements, and approved Urban Design Plans will remain in force and guide entitlement decisions until any zoning action to further implement the vision and policies of the *Primary Urban Center Development Plan* is initiated. If an environmental assessment or environmental impact statement is accepted in the course of a Development Plan land use approval for a project, it should be acceptable to meet the requirement for an initial project EA/EIS when zone change applications are submitted for subsequent phases of the project unless the project scope and land uses are being significantly changed from that described in the initial EA/EIS.

### 5.7.2 REVIEW AND REVISION OF DEVELOPMENT CODES

Upon completion of the Development Plan Revision Program, current regulatory codes and standards should be reviewed and revised, as necessary, to maintain their consistency and effectiveness as standards to guide attainment of the objectives and policies envisioned for all Development Plan and *Sustainable Communities Plan* areas. At the time such reviews are conducted, the following regulatory codes and standards may warrant further review and revision to ensure achievement of the vision for the Primary Urban Center region, as identified in this plan, as well as consistency with the *Primary Urban Center Development Plan*:

- **Land Use Ordinance** (Chapter 21, Revised Ordinances of Honolulu).
- **Subdivision Rules and Regulations** (Department of Planning and Permitting, pursuant to Chapter 22, Revised Ordinances of Honolulu).
- **Building Code** (Department of Planning and Permitting).
- **Traffic Standard Manual** (Department of Transportation Services, July 1976, as revised).
- **State Highways Division Procedures Manual**, Vol. 8, Chapter 5, Section 4 (State Department of Transportation, Highways Division).
- **Standard Details for Public Works Construction** (Department of Planning and Permitting).
- **Storm Drainage Standards** (Department of Design and Construction, March 1986).

- ***Park Dedication Rules and Regulations*** (Department of Planning and Permitting, pursuant to Chapter 22, Article 7, Revised Ordinances of Honolulu).
- ***Wastewater Management Design Standards*** (Department of Design and Construction Design Standards, Volumes I and II, and the 1990 Revised Ordinances of Honolulu, Chapter 14, Relating to Sewer Services).